



SOUTH DAKOTA'S STATEWIDE TARGETED RESPONSE TO THE OPIOID CRISIS

A Strategic Plan Framework adapted from the National Governors Association's
Finding Solutions to the Prescription Opioid and Heroin Crisis: A Road Map for States



Issued August 2017

South Dakota's Opioid Road Map

Executive Summary

The Problem

South Dakota has the opportunity through strategic planning and initiatives to prevent an opioid abuse epidemic and in turn save lives that other states are seeing lost to opioid related deaths.

The South Dakota Department of Health (SD DOH) was awarded the *Prescription Drug Overdose: Data-Driven Prevention Initiative* planning grant from the Center of Disease Control (CDC) to support and build efforts to track and understand the full impact of opioid use and abuse in South Dakota. An Opioid Abuse Advisory Committee was formed in 2016 and is comprised of the following South Dakota organizations: DOH, Department of Social Services (SD DSS), State Medical Association (SDSMA), South Dakota Pharmacy Association, South Dakota Board of Medicine, Attorney General's Office, South Dakota Association of Healthcare Organizations (SDAHO), Indian Health Services (IHS), tribal health, Volunteers of America (VOA), and legislators. The purpose of the grant is to a) conduct a needs assessment; b) complete a strategy plan to identify needs and strengthen South Dakota's capacity to prevent misuse/abuse of opioids; and c) develop a data strategy to enhance and integrate current surveillance efforts for more accurate, timely data.

In addition, SD DSS received the SAMHSA State Targeted Response to the Opioid Crisis Grant (Opioid STR) grant in May of 2017. The purpose of the grant program is to: (a) increase access to treatment, reducing unmet treatment need, and reducing opioid overdose related deaths through the provision of prevention, treatment and recovery activities for opioid use disorder (OUD) including prescription opioids as well as illicit drugs such as heroin; (b) supplement current opioid activities; and (c) support a comprehensive response to the opioid epidemic using a strategic planning process to conduct needs and capacity assessments. Representatives from the DSS STR-Opioid project participated in the work of the Opioid Abuse Advisory Committee throughout the summer of 2017.

Evidence-based strategies and the Opioid Abuse Advisory Committee needs assessment informed this strategic plan. The framework of the Opioid Abuse Advisory Committee strategic plan is shared jointly between the Department of Social Services and Department of Health as the direction from SAMHSA and the CDC was to create one strategic plan that encompasses both grant driven efforts. In addition, strategic partners such as criminal justice stakeholders may choose strategies and define action plans based on the needs assessment report and best practices in their field.

Target Population/Area of Focus

The Opioid Abuse Advisory Committee acknowledged that that target population was not individuals with cancer or chronic debilitating pain, or those managing end of life conditions, but rather individuals whose pain management may not require the utilization or duration of drugs that could put a person at risk for addiction issues.

There was acknowledgement across the disciplines that much was to be learned from each other regarding effective pain management balanced with responsible prescribing practices. The Committee also acknowledged and holds professional respect for each of the disciplines involved in this continuum, which ensures a collaborative effort is embraced for the citizens of South Dakota potentially at risk of opioid abuse issues.

Joint agreement to adhere to Evidence Based Practices

The consensus was to follow the already vetted National Governors Association (NGA) Opioid Road Map along with reference to other evidenced based models available such as CDC Guideline to Prescribing Opioids for Chronic Pain¹, and SAMHSA Overdose Prevention Toolkit². The South Dakota Opioid Abuse strategic plan is organized under the NGA health prevention and treatment strategies.

Status of plan development

Two efforts led by different state agencies in South Dakota drove the development of this strategic plan. These efforts – funded by SAMHSA and CDC/DDPI respectively – are being implemented concurrently but at different timelines as per the terms of each Notice of Award. Thus, the plan at this time reflects varying degrees of objective development in terms of action plans, known or confirmed funding sources, measures, and associated timelines. The plan will be updated on a regular basis through the work of the Opioid Abuse Advisory Committee and state leaders from DOH and DSS.

Guiding Principles to the Strategic Plan

- Leverage all statewide resources in a coordinated, comprehensive approach so as not to duplicate efforts.
- Ensure evidence-based medicine and behavioral health is promoted
- Recognize responsible prescribing and monitoring practices.
- Equip prescribers and all stakeholders involved with the best, most accurate information from which to base a patient care plan.
- Increase capacity of communities to prevent and treat prescription opioid abuse through education and public awareness.
- Promote collaboration of all stakeholders including but not limited to patients, families, prescribers, pharmacists, criminal justice, community treatment providers, and recovery support resources.
- Reflect the diversity of our state through materials, education, and messaging that are culturally sensitive.
- Target illicit supply and demand
- Ensure objectives are well defined to how efforts are successful or need intervention.

¹ <https://www.cdc.gov/mmwr/volumes/65/rr/rr6501e1.htm>

² <https://www.samhsa.gov/capt/tools-learning-resources/opioid-overdose-prevention-toolkit>

South Dakota's Opioid Road Map

STRATEGIES FOR PREVENTION AND EARLY IDENTIFICATION

1. Develop and update guidelines for opioid prescribers in South Dakota.
2. Promote and provide education and training for all opioid prescribers on the appropriate prescribing of opioids.
3. Maximize the use and effectiveness of the South Dakota Prescription Drug Monitoring Program (PDMP).
4. Raise public awareness about the dangers of prescription opioids.
5. Improve treatment access via connection to resources and information through call center support.

STRATEGIES FOR TREATMENT AND RECOVERY

6. Increase professional competency in OUD treatment, and better connect treatment providers, prescribers, and recovery support services in complex case management and staffing of OUD cases.
7. Expand access to Medication-Assisted Treatments (MAT) across South Dakota through enhanced referral systems and linkages to in-person and virtual MAT clinics.
8. Enhance awareness of treatment options and cost assistance available.
9. Improve treatment retention and recovery through peer and family support services.

STRATEGIES FOR REDUCING ILLICIT SUPPLY

10. Explore the potential for a comprehensive opioid management program within South Dakota Medicaid.
11. Expand drug take-back programs to increase accessibility to safe disposal options for prescription opioids.

STRATEGIES FOR RESPONSE TO OPIOID MISUSE AND ABUSE

12. Equip first responders and emergency departments with naloxone to increase statewide access and support distribution in high-need communities.
13. Offer training on available treatment options to jails statewide (which are independently operated).

Work Plan on Policy Priorities

STRATEGIES FOR PREVENTION AND EARLY IDENTIFICATION

1. Develop and update guidelines for opioid prescribers in South Dakota. (DOH)

Action Steps	Timeline	Funding Source(s)	Lead Agency and Partner(s)
Ensure that guidelines are developed and recommended for all opioid prescribers including, but not limited to, physicians, physician assistants, nurse practitioners, optometrists, and dentists.			Lead: SD DOH
Recommend that any newly developed prescribing guidelines include dosing, day limits, and limit prescriptions for acute pain.			Lead: SD DOH
Review content in any current guidelines, and recommend revisions or additions based on CDC-developed prescribing guidelines.			Lead: SD DOH

2. Promote and provide education and training for all opioid prescribers on the appropriate prescribing of opioids. (DOH)

Action Steps	Timeline	Funding Source(s)	Lead Agency and Partner(s)
Support high-quality continuing medical education courses in pain management and safe opioid prescribing that incorporate opioid prescribing guidelines.			Lead: SD DOH
Collaborate with partners to provide quality educational opportunities utilizing multiple methods and venues.			Lead: SD DOH
Work with the University of South Dakota Sanford School of Medicine, South Dakota State University's Nursing Program, and USD's Physician Assistant's program that educate and train opioid prescribers to develop curricula on pain management, safe opioid prescribing and substance use disorders that incorporates opioid prescribing guidelines.			Lead: SD DOH
Train prescribers using SAMHSA's Opioid Overdose Prevention Toolkit. Offer via webinar in conjunction with efforts supporting workforce development through the to-be established teleECHO hub and clinics in South Dakota. <ul style="list-style-type: none"> Using framework provided by the Opioid Overdose Prevention Toolkit, create and produce training materials specific to the target audiences. Identify best time and place for training(s), ensuring statewide access for prescribers. Coordinate logistics for in-person trainings offered in select communities across the state. Execute in-person trainings. Set-up webinar platform. Market webinar trainings. Execute webinar trainings. 	Execute in-person trainings in June 2018 and January 2019. Execute webinar trainings beginning June 2018.	STR-Opioid grant	Lead: SD DSS
Secure and sponsor nationally renowned keynote speakers at a minimum of one professional conference each year that has a statewide reach/audience in the prevention and treatment of OUD. <ul style="list-style-type: none"> Identify nationally recognized and reputable experts in the field of OUD prevention and OUD treatment. Coordinate with established conferences among professional associations in the state (e.g. South Dakota Association of Addiction and Prevention Professionals) to sponsor keynote sessions. 	Subject to timing of established conferences.	STR-Opioid grant	Lead: SD DSS

3. Maximize the use and effectiveness of the South Dakota Prescription Drug Monitoring Program (PDMP). (DOH language – combines with STR 3.A.1 and 3.A.2)

Action Steps	Timeline	Funding Source(s)	Lead Agency and Partner(s)
Issue Request for Proposal (RFP) for integration of Controlled Substance Registration database with the PDMP.	Issue RFP by December 2017.	STR-Opioid grant	Lead: SD DOH Partners: SD DSS, SD Board of Pharmacy
Complete integration of the PDMP with electronic health records in the three major health systems in South Dakota.			Lead: SD DOH Partners: SD Board of Pharmacy
Explore the integration of the PDMP with SD HealthLink.			Lead: SD DOH Partners: SD Board of Pharmacy
Develop training for users on how to use the PDMP platform including but not limited to entering data, reading reports, intervention processes, and investigation processes.			Lead: SD DOH Partners: SD Board of Pharmacy
Enhance reporting capacity of the PDMP to better identify trends in opioid prescribing.			Lead: SD DOH Partners: SD Board of Pharmacy

4. Raise public awareness about the dangers of prescription opioids.

Action Steps	Timeline	Funding Source(s)	Lead Agency and Partner(s)
Implement a mass media campaign (television, radio, newspaper) to inform the public about the dangers of prescription opioids.			Lead: SD DOH
Create a website and supporting marketing materials to include information about the harmful effects of opiates, personal testimonials, and the medical community related to opioid use/misuse and where to get help.	Issue RFP by October 2017; launch by March 2018	STR-Opioid grant	Lead: SD DSS Partner: SD DOH
<ul style="list-style-type: none"> • Issue an RFP and select vendor to provide website creation and management services. • Curate and develop information for the website. • Populate website in partnership with selected vendor. • Establish communications calendar for ongoing updates and social media interconnection. 			

Action Steps	Timeline	Funding Source(s)	Lead Agency and Partner(s)
<p>Building upon existing longitudinal studies in place within the Behavioral Health Division, SD DOH, and other state- and community-based agencies, create and support a data collection and outcome assessment dashboard to identify areas of effectiveness and opportunities for intervention from a statewide perspective.</p> <ul style="list-style-type: none"> • Complete inventory of data variables. • Overlay national population data over SD. • Correlate risk factor characteristics. • Compile into web-based system. • Launch dashboard. 	Launch dashboard by August 2018	<p>STR-Opioid grant</p> <p>CDC DDPI grant</p>	<p>Lead: SD DSS and SD DOH</p> <p>Partners: State Epidemiological Outcomes Workgroup</p>
<p>Facilitate community town hall meetings through the Prevention Resource Centers in South Dakota regarding the needs of the selected communities and strategies to support prevention and awareness of opioid use/misuse. Share and vet findings from the needs assessment to solidify the state's response to the opioid crisis.</p> <ul style="list-style-type: none"> • Identify target communities. • Identify key stakeholders within communities to co-host meetings. • Determine dates and times for meetings. • Arrange logistics. • Develop and distribute invites. • Summarize findings and review with stakeholders; adapt or modify strategic plan to reflect insights gained. • Distribute resulting action plan back to community participants to build engagement. • Document any community action plans resulting from the meetings. 	Host meetings by March 2018	STR-Opioid grant	<p>Lead: SD DSS</p> <p>Partners: Prevention Resource Centers</p>
<p>Conduct presentations to high school youth on the dangers of opioid use through the existing Prevention Resource Center and Community Coalition network.</p> <ul style="list-style-type: none"> • Meet with Prevention Resource Center Directors to outline expectations and craft a workplan. • Develop a simple presentation that outlines the opioid issues facing South Dakotans, specifically youth. • Identify target schools/communities. • Create travel/logistics schedule and make arrangements. • Execute presentations. • Assess presentation effectiveness with follow-up survey. 	Execute presentations September-October 2018	STR-Opioid grant	<p>Lead: SD DSS</p> <p>Partners: Prevention Resource Centers</p>

Action Steps

Develop educational materials that are culturally sensitive for Native Americans, and work with providers and service agencies to utilize those materials.

- Draft and issue a RFP for a vendor to develop materials and distribution.
- Select vendor and execute agreement/implement scope of work.
- Distribute materials/videos to Native American communities through education and medical services.

Timeline

Issue RFP by October 2017. Distribute materials to communities by June 2018.

Funding Source(s)
STR-Opioid grant

Lead Agency and Partner(s)
Lead: SD DSS

Enhance early identification and referral processes for OUD individuals from medical providers to treatment providers, leveraging the work already supported through the SBIRT grant.

Ongoing through implementation grant (2016-2021)

State SBIRT grant

Lead: SD DSS
Partners: SBIRT Advisory Committee

Conduct community dialogue sessions in five (5) communities to further explore attitudes, perceptions of, and supports in place for those directly affected by opioid misuse or abuse. Use the findings to validate/refine proposed strategies within the South Dakota Opioid Road Map.

Host sessions by March 2018. Build action plans between March and September 2018. Finalize plans by November 2018.

STR-Opioid grant

Lead: SD DSS

5. Improve treatment access via connection to resources and information through call center support.

Action Steps	Timeline	Funding Source(s)	Lead Agency and Partner(s)
<p>Define information/content that needs to be developed to supplement materials of existing call centers specific to opioid use or abuse, and identify a partner for implementation.</p> <ul style="list-style-type: none"> Identify information points/resources and staff training on opioid use/abuse needed by a call center to enable smooth referrals to community providers. Assess possibility of statewide implementation through one or more partners, identify gaps, and mitigate barriers to implementation. Draft RFP for services to existing call centers. 	Select a vendor(s) and establish execution timeline by March 2018.	STR-Opioid grant	Lead: SD DSS
<p>Connect individuals and families/friends to resources within their community through enhanced training, content, and delivery provided by local support agencies (e.g. 2-1-1 services) via the selected vendor.</p> <ul style="list-style-type: none"> Develop and promote a public awareness campaign to encourage affected individuals to access assistance and support through the identified hotline and/or two-way texting service. Develop a one-way educational texting campaign using short code and keywords to push out information about signs of opioid addiction and available resources. Finalize information content and prompts for call center use to encourage outreach to the hotline and connections to community resources. Establish enhanced protocols that include warm hand-offs and follow-up calls to individuals and family/friends to ensure referral connections to resources that are established. Pilot test to evaluate efficacy of materials and identify areas of improvement. 	Launch by March 2018	STR-Opioid grant	Lead: SD DSS

STRATEGIES FOR TREATMENT AND RECOVERY

6. Increase professional competency in OUD treatment, and better connect treatment providers, prescribers, and recovery support services in complex case management and staffing of OUD cases.

Action Steps	Timeline	Funding Source(s)	Lead Agency and Partner(s)
<p>Define requirements for Project ECHO replication in South Dakota.</p> <ul style="list-style-type: none"> • Define state implementation plan. • Leverage findings of the needs assessment to identify gaps, define areas of strength, improvement, and opportunities regarding case staffing of OUD cases. • Assess availability of 'hub' members/experts to facilitate teleECHO clinics in South Dakota. • Assess interest of community clinician and 'spoke' champions. • Identify potential partners and organizations to connect with in support of a teleECHO clinic model. • Conduct follow-up conversations with prescribers and treatment providers to vet preliminary strategies derived from the NGA learning Lab Technical Assistance process. • Identify preliminary avenues for funding/revenue sources, program objectives, qualities of 'hubs', curriculum for didactic presentations, and needed IT structure and support. 	Complete implementation planning and move to action by October 2017.	STR-Opioid grant	Lead: SD DSS
<p>With selected partner(s), design an ECHO model workforce support hub for delivery of virtual evidence-based training and case staffing of complex OUD treatment cases.</p> <ul style="list-style-type: none"> • Draft a RFP from which a selected vendor or consortium could respond. • Issue RFP and conduct interviews. • Finalize partner selection and execute a timeline. • Develop incentives for participation. • Identify and empower community champions for 'spokes'. • Identify and implement evaluation strategies and tracking tools. 	Design complete by December 2018	STR-Opioid grant	Lead: SD DSS
<p>Launch the teleECHO clinic model in South Dakota with selected partner(s).</p> <ul style="list-style-type: none"> • Develop standardized forms and processes for managing teleECHO clinics and patient cases. • Create HIPAA compliant tools to manage and report outcomes and facilitate patient case presentations. 	Deploy pilot testing specific to OUD cases no later than March 2019.	STR-Opioid grant	Lead: SD DSS

- Create and operationalize a data archive system.
- Train all 'hub' and 'spoke' staff and providers on how to use the system.
- Practice through pilot testing via three 'dry-runs' to work out problems with IT and connectivity, clinic protocols, and related concerns.
- Create marketing materials to communicate availability of teleECHO resources to statewide audiences.
- Launch and implement ongoing quality monitoring metrics to ensure efficacy.

Provide mini-grants to local communities to offset expenses with hardware integration and connection to the South Dakota ECHO hub.

- Quantify grant size (\$) and anticipated volume of need based on requirements derived in the planning stages for teleECHO implementation.
- Create grant application form and define priority funding considerations based on needs identified.
- Initiate grant program and review applications; award funds.
- Follow-up with sites to ensure successful implementation.

Implement by year end 2018

STR-Opioid grant

Lead: SD DSS

7. Expand access to Medication-Assisted Treatments (MAT) across South Dakota through enhanced referral systems and linkages to in-person and virtual MAT clinics.

Action Steps

Conduct a follow-up assessment to strategically plan and execute statewide MAT access in South Dakota.

- Identify target areas/populations of need.
- Identify primary referral sources and process.
- Determine indicators for referral.
- Identify referral sources and process.
- Define training needs and deployment strategy.

Timeline

Follow-up assessment complete by November 2017.

Funding Source(s)
STR-Opioid grant

Lead Agency and Partner(s)
Lead: SD DSS

Action Steps	Timeline	Funding Source(s)	Lead Agency and Partner(s)
<p>Refine/finalize requirements for statewide MAT access with emphasis on telehealth delivery of care within primary care clinics and emergency departments, and the ability to conduct case management for patients referred to community providers.</p> <ul style="list-style-type: none"> • Compile requirements. • Issue RFP. • Review responses and conduct interviews. • Select partner(s). • Define and establish contract(s) with selected partner(s) for MAT clinic access and implementation, emphasizing quick turn-around as a key qualification. 	Select partner by February 2018. Launch initiative by June 2018.	STR-Opioid grant	Lead: SD DSS
<p>Develop training modules to educate prescribers and treatment providers on MAT.</p> <ul style="list-style-type: none"> • Compile training requirements through partnership with selected partner(s) on capacity-building and planning efforts for statewide MAT access. • Design training modules aligned with best practices with fidelity testing. • Implement across available training platforms. • Integrate training within teleECHO clinic hubs. • Monitor training effectiveness and trainee satisfaction/knowledge gained on an ongoing basis. 	Launch modules by August 2018.	STR-Opioid grant	Lead: SD DSS
<p>Provide professional development and training to prescribers and treatment providers through sponsored keynote-speakers at one conference per year that has a statewide reach.</p> <ul style="list-style-type: none"> • Identify a nationally recognized and reputable expert in the administration of MAT. • Coordinate with established conferences among professional associations in the state to sponsor keynote sessions. 	Define plan and resource by year end 2017	STR-Opioid grant	Lead: SD DSS

8. Enhance awareness of treatment options and cost assistance available.

Action Steps	Timeline	Funding Source(s)	Lead Agency and Partner(s)
<p>Develop and execute a communication and marketing plan to increase awareness of prevention and treatment resources along with financial assistance available.</p> <ul style="list-style-type: none"> • Create marketing materials. • Create communication plan and calendar, including points of contact with clients and their families/caregivers. 	Launch by January 2018	STR-Opioid grant	Lead: SD DSS

Action Steps

Provide cost of treatment as payer of last resort for patients qualifying for indigent funding (based on federal poverty level of 185% or less) or meet SD DSS hardship guidelines (those that do not qualify for indigent funding but have extenuating financial circumstances). Treatment will encompass both medications and psycho-social components.

- Integrate STR funds as a payer type within the SD DSS system.
- Educate community treatment providers about the availability of STR funds as a per source of last resort.

Timeline

Update SD DSS system by November 2017. Educate providers by January 2018.

Funding Source(s)
STR-Opioid grant

Lead Agency and Partner(s)
Lead: SD DSS

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9. Improve treatment retention and recovery through peer and family support services.

Action Steps	Timeline	Funding Source(s)	Lead Agency and Partner(s)
<p>Develop peer-based recovery support networks that target individuals and families affected with/by OUD. Prioritize capacity-building to communities of highest incidence of opioid use, target a minimum of five (5) communities in the state.</p> <ul style="list-style-type: none"> • Define steps for capacity building with partner(s) based on best practices (e.g. town hall meetings, community dialogues, stakeholder engagement). • Create a project plan for each community, including community partner engagement strategy. • Define key criteria for success in each community. • Implement project plan at the grassroots level. • Define materials, marketing needs, and promotion strategies to increase awareness among clients and their families within each community. Partner with Prevention Resource Centers and their town-hall process to inform these steps. • Monitor community engagement with selected partner(s) and work to remove barriers and support efforts at the local level. 	<p>Select partner by June 2018. Implement project plan by August 2018.</p>	<p>STR-Opioid grant</p>	<p>Lead: SD DSS</p>
<p>Design and create training and education modules for employee and management audiences within the workplace.</p> <ul style="list-style-type: none"> • Define requirements and issue an RFP, prioritizing groups that have experience delivering substance abuse awareness education to corporate clients and a proven model for corporate engagement. • Select target area for initial testing. • Pilot test modules through established relationships with employers. • Refine modules as needed, and replicate in at least two other communities (central and western South Dakota). • Target large employers for training. Leverage findings from peer-support recovery service capacity building efforts to inform target audiences/locations. 	<p>Select partner and define plan by June 2018. Pilot test between July-August 2018. Refine/replicate modules between September 2018 – May 2019.</p>	<p>STR-Opioid grant</p>	<p>Lead: SD DSS</p>

STRATEGIES FOR REDUCING ILLICIT SUPPLY

10. Explore the potential for a comprehensive opioid management program within South Dakota Medicaid.

Action Steps	Timeline	Funding Source(s)	Lead Agency and Partner(s)
Assess pain management guidelines and covered services through the Medicaid program to ensure alignment with updated prescribing guidelines.			Lead: SD DSS Partners: SD Medicaid, SD DOH
Send annual letters to top prescribers of controlled substances including opioids to inform when prescribing rates are out of range.			Lead: SD DSS Partners: SD Medicaid, SD DOH
Determine feasibility of prior-authorization for opioid prescriptions.			Lead: SD DSS Partners: SD Medicaid
Incorporate a step into the existing drug utilization review (DUR) within SD Medicaid to evaluate methadone utilization			

11. Expand drug take-back programs to increase accessibility to safe disposal options for prescription opioids.

Action Steps	Timeline	Funding Source(s)	Lead Agency and Partner(s)
To be determined.			SD DOH

STRATEGIES FOR RESPONSE TO OPIOID MISUSE AND ABUSE

12. Equip first responders and emergency departments with naloxone to increase statewide access and support distribution in high-need communities.

Action Steps	Timeline	Funding Source(s)	Lead Agency and Partner(s)
Continue partnership and planning efforts between SD DOH and SD DSS to provide naloxone to first responders.	Ongoing	STR-Opioid grant	SD DSS Partners: SD DOH
Craft a targeted approach for implementation. <ul style="list-style-type: none"> Identify target groups for training. Define quality metrics. Define standing physician order requirements. Market training dates and times. 	Begin trainings by October 2017	STR-Opioid grant	SD DSS Partners: SD DOH

13. Offer training on available treatment options to jails statewide (which are independently operated).

Action Steps	Timeline	Funding Source(s)	Lead Agency and Partner(s)
Develop training materials, or adopt/adapt.		STR-Opioid grant	SD DSS Partners: South Dakota Sheriffs' Association
Define a training schedule and arrange logistics for conference presentation.	Subject to conference schedule.	STR-Opioid grant	SD DSS Partners: South Dakota Sheriffs' Association